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ABSTRACT

Annotations of 16 documents, derived from a search of doctoral dissertations and the ERIC system, discuss the skills and competencies needed by principals or other administrators of bilingual schools or programs. A brief introduction lists the seven categories of competencies identified by the documents, comprising change promotion, conflict resolution, human relations, community involvement, instructional staff selection and development, comprehensive planning, and acquisition of other cultures. An attached list of references includes the ten articles and six dissertations annotated as well as several other relevant documents.
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A LITERATURE REVIEW: COMPETENCIES FOR
PRINCIPALS OF BILINGUAL/COMMUNITY SCHOOLS

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I. Overview

The sources discussed in this literature review are included as a result of two types of searches, an ERIC run and a hand review of abstracts. The ERIC and for the most part the hand search were limited to publications no older than two years. However, a few entries with older publication dates are included in the reference section. Appendix A shows the descriptors used to identify entries pertaining to the focus of the ERIC search. Four different programs (locate and print) were formulated and entered into the computer. The hand search, besides reviewing the journal abstracts, included examination of the dissertation abstracts. What resulted from these efforts was the identification of about thirty-five (35) sources and upon review of each entry, twenty-three (23) were found to be appropriate for inclusion. The primary focus of the search was to identify writings which directly addressed competencies for principals administering bilingual programs or serving in schools with a majority of bilingual students. A preliminary search revealed a paucity of listings directly targeted to the above focus. Therefore, the parameter of the focus was expanded to include relevant writings which had implications to the primary focus. The expanded focus included such topics as the preparation of urban administrators, principals in metropolitan schools, minority administrators and their perceptions about successful practice, etcetera. Because of the numerous writings in these related areas, the bibliographer had to make a decision about inclusion or exclusion based on the title and/or the abstract when available. However, it is believed that few writings relevant to the focus escaped detection.

II. General Statements About The Findings

The writings found in the journals or papers in the ERIC bank are not

based on field research. Rather they are prescriptive in nature based on practitioner experience or conceptualization by graduate students or professors. The sole exception is the study conducted and written by Columbus Salley.

Both practitioner and scholar are in agreement about what administrators must perform or skills they must possess if bilingual education programs are to be successful. Consistently the following elements are found in the writings: (1) Chicano administrators are confronted with conflict. (2) Chicano administrators must be change agents. (3) Mexican American administrators must incorporate the community into the school program. (4) Urban administrators must have skill in human relations. (5) Principals in schools who serve communities having a culture different than white middle class must know and respect other cultures. (6) Principals must be supportive of bilingual programs. (7) Principals must employ capable and sympathetic staff members. All the writings addressing the principal agree that the principal is the most influential in making or destroying an instructional program. One finding, identified by only one of the articles included herein, appears to be significant and worth highlighting. The study conducted by Salley and others states that the school structure must change if the principal is to be a change agent. If such a conclusion is valid, it has major implications for this study, i.e., to identify competencies for principals of bilingual community schools. One competency area for development may well have to include skill in altering school structure or organization.

Generally, the articles, while they identify competency areas, lack specificity. The only exception are the writings by Valverde. However, his competencies have not been validated by field testing, although they are supported by other authors.

As to the dissertation studies, for the most part they support the prescriptive writings found in the journals and ERIC. The doctoral dissertation research, most of the designs include the survey methodology, have come to identify competency areas that principals of bilingual programs must acquire similar to those found in the journals. Collectively the dissertation studies reveal that principals or instructional administrators must have facility in conflict resolution, human relations, comprehensive planning, staff selection, community cooperation. Also, most practitioners perceive the acquisition of these skills as best acquired from on-the-job experience or in-service type programs.

Therefore, the literature search indicates that categories for competencies useful to principals responsible for leading a bilingual instructional program be generated in the following areas:

- (1) Change
- (2) Conflict Resolution
- (3) Human Relations
- (4) Community Involvement
- (5) Instructional Staff Selection and Development
- (6) Comprehensive Planning
- (7) Cultural Acquisition

Each of these seven categories require further thought, definition and discussion. Additional attention will be given to these seven competency categories when the survey/questionnaire development phase is undertaken.

Procedural Note

The reader should note that a few of the entries found in the reference section are not found in the annotated section. The papers edited by Mend were found to be of interest but not directly informative to the focus. The dissertation by Thompson may be useful at a later time, therefore it was listed but not written up. The dissertations by Ramos, Samora and Wood were not located in the abstracts.

III. ANNOTATED BIBLIOGRAPHY

A. Articles

Aguilar, J. V. The Building Principal's Role In A Bilingual Education Program. Journal of Teacher Education, Vol. XXX, No. 3, (May-June 1979) pp. 26-28.

This article argues that the principal plays as important a role as a teacher in a bilingual program. The author identifies tasks and activities that the principal should perform if children of limited English-speaking ability are to learn, grow, and develop into productive and well informed adult citizens. Aguilar states that principals need to know the minority community: Its language, culture, value system, and the people's educational desires for their children. He implies these learnings can be gained from university or college courses. He, further, listed the following:

1. The elementary school principal must support the educational program desired by the community.
2. The principal should help the community to see existing needs which the current program does not meet.
3. The principal's major responsibilities have to do with the instructional portion of the program.
4. The principal must select staff members who possess a positive and constructive attitude toward bilingual education and the development of skills necessary to relate to students, parents, and community members of different cultural and ethnic backgrounds.
5. The principal must justify budget request for staff activities and material purchase which will enhance the bilingual program.
6. Establishment of a parent-advisory group is a major responsibility. With input from a variety of sources, the makeup of the advisory group must be representative of the community.
7. The principal must support staff efforts and speak to a variety of community groups, explaining the problems and benefits of the school's bilingual program.
8. The principal must consider the bilingual program as an integral part of the curriculum.
9. The principal must provide the reinforcement and the atmosphere that allows the teacher to be creative, which allows the pupil to be productive.

Bolman, Lee (ed.) Innovative Training For Educational Administrators, Education and Urban Society, 1976, 9, 1, pp. 1-123.

The entire issue is devoted to training administrators. Three of the articles address how preparation programs were redesigned, i.e., Stanford, SUNY at Buffalo and New York University. This special issue may be of use later in considering the organization of the bilingual administrator preparation program at Texas Women's University.

Contreras, A. Reynaldo Spanish-Surnamed Educational Administrator.
Emergent Leadership, UCEA Journal, Vol. III, No. 2, 1979, pp. 33-47.

This article is an abbreviated report of the author's unpublished dissertation and is focused to discussing the question, "How are these institutionalized Hispanic professionals, especially educational administrators, relating to Hispanic community groups and to institutions they work for?" Before answering the question, the author suggests that Spanish-surnamed administrators are expected to be role models, experts, linkages, and advocates for Hispanic community groups. In answering the question, the author identified that these two sociocultural systems (Hispanic community and institutions) create a marginal situation--an environment characterized by inconsistencies in values, norms, attitudes, expectations, behaviors, languages--and a marginal-self administrator. Moreover, Spanish-surnamed administrators experience role conflict as a normal work experience without serious signs of distress. Also, Spanish-surnamed administrators use a variety of administrative behaviors for dealing with situations of potential conflict, with advocacy behavior more frequently used than others. Lastly, the organizational conditions that ethnic minority administrators have encountered have demanded their constant attention to the organization. This has limited their contact with the heterogeneous ethnic community, thus suggesting limited awareness of community expectations. The coping behavior has been oriented toward the organization as a consequence of the conditions encountered for entrance, participation and promotion within the organization.

Gue, Leslie R. Preparation of Educational Administrators In A Multicultural Nation--Political, Social And Historical Perspectives, 1979, ED 170-907, 33p. Paper presented at AERA, San Francisco, California.

A multicultural training program should contain a theory component concerning such concepts as culture, ethnocentrism, stereotyping and an experiential component including such activities as intercultural communication workshops, internships in culturally based ethnic organizations and simulation games (BaFa bafa).

Furthermore, the author recommends that in the theory component the following elements be included for discussion:

- Prejudice and discrimination
- Cultural change, drift and diffusion
- Decision models in differing cultures
- Use of informal organizations in differing cultures
- Influence as a force on administrators in differing cultures
- Rationale for administrative structures in other cultures
- Intercultural communication: verbal and non-verbal
- Status hierarchies in communication of other cultures

Merino, Alfred. A Program Report: Training Minority And Women School Administrators. Emergent Leadership, UCEA Journal, Vol. III, No. 2, 1978, pp. 37-46.

The article lists six competency areas that minority administrators should have training in. They are:

1. Improvement of educational programs -- comprehension of movements and trends in curriculum and understanding organizational patterns in the school.

2. Personnel Management -- selection, supervision and evaluation of personnel.

3. Administrative Leadership -- understanding human motivation, group dynamics, communication, conflict resolution and the handling of controversial issues.

4. School-Community Relations -- interaction of organized groups, the utilization of contributions from various sectors, and the maintenance of effective relations with diverse ethnic groups, the press and political agencies.

5. Law

6. School Management -- planning, implementation, research and development, and program budgeting.

Nieto, Consuelo and Valverde, Leonard A. A Momentous Leap: From Survival To Leadership. Consortium Currents, Vol. 3, No. 1, 1976, pp. 2-10.

The purpose of this article is three-fold: (1) to define the type of leadership that needs to be practiced by Chicano educators who want to act to improve the educational environment, organizational structure, and institutional operation for Chicano students; (2) to present the educational missions that need to be undertaken; and (3) to identify the leadership means that may be most appropriate to accomplish these tasks successfully.

The authors describe two types of leadership styles presently in effect. Type I leader is referred to as administrator. Type I is representative of Lippman's definition: "An individual who utilizes existing structure and procedure to achieve an organizational goal or objective". Type II leader is referred to as Chicano advocate, and is representative of Hemphill's definition: "One who initiates a new structure or procedure for accomplishing a group's goal or objective".

It is posited that the Chicano leader's instructional role goes beyond designing and developing institutional alternatives, but working toward the correction of injustice in school systems. The instructional role may be accomplished by identifying instructional needs and translating them into measurable goals and objectives, and drafting step by step strategies.

Finally, the authors hypothesize that Type I and II will not suffice for the future; rather a new type will be needed, Pro-active Negotiator or Type III. It is anticipated that Chicano leaders will be placed in middlemen positions having to facilitate a balance between organization and community desires. This calls for the Type III Chicano leader to have skill

at defining a balance between opposing issues, between long and short range objectives and between in-siders and out-siders. Success at reaching satisfactory arrangements will depend upon being responsive and initiatory at times and in appropriate degrees, in short, a compromiser. Moreover, Type III leader will have to forge linkages with different organized groups in order to collectively work toward change. Chicano educational leaders will have to concern themselves with intra and inter-communication.

Salley, Columbus; McPherson, Bruce and Baehr, Melany. What Principals Do: A Preliminary Analysis, *The Principal in Metropolitan Schools*. Erickson and Reller (eds.). McCutchan Press, 1979, pp. 22-39.

The authors discuss the background of the study including instrument construction, data collection, factor analysis, and multivariate analysis of variance before stating their findings. The three major findings of the study were:

- (1) Type and size of school account greatest for how principals describe their job, although socioeconomic status and ethnic composition of students and teachers are influential.
- (2) Personal characteristics of the principal are not significant.
- (3) Age and years in present position yield no difference.

Of greater importance are the implication the authors posit. Principals are captives of their environment. Unless some environmental characteristics, particularly the organization of the school and its system, are changed, the principal rarely will be a change agent. The organizational constraints on the principal must be changed before the general role of the principal can change. However, there is hope. The authors agree with Sarason's view that for the principal, "The ultimate fate of ideas and values depends on the principal's conception of himself in relation to the system." Bilingual schools should be designated alternative schools since such schools have developed different structures of procedures.

Personality is indeed important in how a principal defines his relationship with a school. The success of a principal in developing ideas for the school and maintaining values as an educator is closely related to how the individual human being organizes his inordinately demanding job.

Valverde, Leonard A. *Instructional Leadership For Bicultural Programs: Role Responsibilities and Relationships, Education and Urban Society*, Vol. X, No. 3, 1978, pp. 337-346.

This article identifies the major responsibilities and relationships of two positions, the director of bilingual education and the principal of a school with a bilingual program. The author points out that leadership in emerging programs such as bilingual education must be dynamic (change oriented) rather than tractive (maintenance). Also, the leadership of bilingual programs must be knowledgeable of philosophy and theory of bilingual programs, well trained as an administrator, and genuinely sensitive of the culture. Moreover, bilingual programs should be organized on the

instructional team concept. The article elaborates on the features of the instructional team concept and then proceeds to identify the responsibilities of the program director and school principal. For both roles, the major responsibilities are divided into three basic categories: administration, supervision and instruction. For the program director there are nine major responsibilities in administration, six in supervision and three in instruction. For the school principal, the major responsibilities are listed below:

Principal's Major Responsibilities in a Bicultural Program

- I. Administration
 - A. Suggest to director alteration of district policy based on sound rationale or data from program evaluation.
 - B. Implement policy as interpreted by director and staff.
 - C. Tailor program design to school situation.
 - D. Cooperate in evaluation of program at school.
 - E. Schedule teachers, pupils, and resources according to program objectives and goals.
 - F. Submit financial needs to director annually and upon request.
 - G. Formulate and submit program progress reports to director.
- II. Supervision
 - A. With teachers, establish school objectives compatible with district goals and plan school program for coming year.
 - B. Formulate an ongoing staff evaluation plan directed at staff improvement.
 - C. With school teachers and district office supervisory staff, establish selection criteria and process for employment of program staff.
 - D. Participate in the screening and selection of instructional staff for school program.
 - E. Organize and participate in classroom observations.
 - F. Take part in evaluating instructional material developed for the bicultural program at the school.
- III. Instructional
 - A. Organize and sponsor a school community council which will assist in monitoring the bicultural program, volunteer in program activities, and disseminate information about the program to the general community.
 - B. Take an active part in all phases of the in-service programs sponsored by the district.
 - C. Attend national, state, and local conferences, institutes, and seminars offered by professional associations or universities.
 - D. If necessary, enroll in postsecondary course work in order to upgrade skills or eliminate deficiencies in the area of administering bicultural education programs or gaining new knowledge of biculturalism.

Valverde, Leonard A. Leadership Compatible With Multicultural Community Schools. Educational Leadership, Vol. 33, No. 5, (Feb. 1976) pp. 344-347.

The author posits an assumption and a proposition before stating a certain leadership style that may be suitable for Chicano community schools. First, it is assumed that administrative and supervisory personnel need fundamental skills for operating any educational organization. The proposition is that individuals in multicultural community schools must not only be skilled in instruction, but they must also perform in ways that are compatible with attitudes of the various ethnic groups.

The leadership style that is offered is one of inclusion and sharing, that is, principals and others must include the community members who wish to participate in the school activities by means of providing information and other training that may be required.

Valverde, Leonard A. Supervision Of Instruction In Bilingual Programs.

Bilingual Education for Latinos. Washington, D.C.: ASCD, 1979, pp. 65-80.

In this article the author submits that instructional leaders must design bilingual programs so as to accomplish two goals: (1) make educational institutions sensitive to the cultural differences among students, and (2) assure that educational institutions promote cultural diversity by developing programs that implement a new educational philosophy, cultural democracy. Instructional leaders are defined as persons particularly responsible for instructional improvement, for example, assistant superintendent for instruction, director of curriculum, school principals and instructional coordinators.

The author then presents an array of supervisory tasks and behaviors instructional leaders need to address if bilingual programs are to be successful. The tasks are listed without discussion.

Domain A. Curriculum Improvement

- A-1 Setting Instructional Goals
- A-2 Utilizing Specialized Personnel
- A-3 Guiding Educational Plans of Teachers

Domain B. Developing Learning Resources

- B-1 Producing Learning Materials
- B-2 Evaluating the Utilization of Learning Resources
- B-3 Evaluating and Selecting Learning Materials

Domain C. Staffing for Instruction

- C-1 Assisting in the Selection of Instructional Personnel
- C-2 Assisting in the Placement of Instructional Personnel

Domain D. Organizing for Instruction

- D-1 Monitoring New Arrangements
- D-2 Revising Existing Structures

Domain E. Utilizing Support Services

- E-1 Evaluating the Utilization of Services

Domain F. Providing Staff Development

- F-1 Planning for Professional Growth
- F-2 Conducting In-Service Sessions
- F-3 Supervising with the Clinical Model

Domain G. Community Participation

- G-1 Interacting with the Public
- G-2 Instructing the Community

III. ANNOTATED BIBLIOGRAPHY

B. Doctoral Dissertations

Aguilar, Robert. A Comparative Study On The Nature Of Job Satisfaction Between Mexican American And Non-Mexican American Public School Administrators In California. Unpublished Dissertation, 1979, University of the Pacific, 136p. DAI- 1161A, (Order # 7919890).

This study tested the null hypothesis that no significant relationship existed between Mexican American and other public school administrators in relationship to overall job satisfaction, satisfaction of work tasks and situations and careers.

The California Public School Administrator Opinionnaire was used and 120 Mexican American responded v. 123 public school administrators responding.

Findings: No difference on overall job satisfaction between Mexican American and others. However, non-Mexican Americans felt more satisfied with work situation while Mexican Americans felt more satisfied with career opportunities. Also, the findings revealed no difference regarding work tasks performed.

Asbury, William C. Perceived Preparation For Competencies Considered Important To Urban Education Administrators. Unpublished Dissertation 1978, University of Virginia, 363p. DAI- 558A, (Order # 7916262).

The purposes of this study were to determine the competency areas in Ed.A. believed to be important to urban education administrators, the perceived mastery of those competency areas by urban administrators and the preparation programs which they believed were most helpful to them in preparing for each competency area.

Sample: 40 elementary principals; 19 secondary principals,
8 superintendents in commonwealth of Virginia.

Major findings were administrators believed the competency areas of Human Relations, Analysis of Time and Conflict Resolution to be the most important of 19 competency areas; and that mastery was on-the-job experience and in-service programs.

Lopez, Alberta F. Role Conflict Specific To Chicano Administrators In Community Colleges Of The Southwest. Unpublished Dissertation, 1978, University of Arizona, 139pp.

This descriptive survey found the following:

1. 95.4% believed that the administrator is primarily a public servant who works for the needs and interest of the community served.
2. 92.6% believed that the administrator is primarily a student advocate.
3. 60% experienced personal conflict because they believed their institution is not doing enough for Chicano students.
4. 76% felt that they were more change oriented than their superiors would like them to be.

5. 80% experienced dual allegiance to their institution and to the Chicano community.

6. 96% felt that conflict was a necessary and progressive condition for institutional change.

7. 73% agreed that they are expected by everyone including themselves to perform at a higher level of competence than their anglo counterparts.

The highest ranked source of Chicano administrator role conflict was the belief that tokenism toward Chicano concerns was practiced in their institutions. Ethnic composition of the institution is a significant role conflict variable. Respondents from institutions with less than 20% Chicano staff experienced more role conflict than those from institutions with 20% or more Chicano staff. Mexican American respondents perceived less role conflict than did the Chicano respondent. Chicano administrators place more emphasis on personal and human aspects of the administration than the technical managerial aspects.

Scruggs, James A. A Study Of The Perceptions Of Minority Administrators Concerning Their Leadership Status Using The National Urban Fellows As A Sample Population. Unpublished Dissertation, 1979, University of Massachusetts, 98p. DAI- 1198A, (Order # 7920895).

This study was made to determine the perceived status of minority administrators, using the National Urban Fellows as a sample population. The sample population consisted of Black, Spanish surnamed, Native American, Hawaiian, and white; 81% were male, 19% were female.

The minority administrators:

- (1) perceived the existence of a minority quota system in hiring
- (2) are employed in organizations serving high percentages of minorities
- (3) are sponsored by whites in getting a job
- (4) report to a high percent of white supervisors
- (5) perceive less respect from peers and other employees than whites
- (6) perceive less participation in decision-making than whites
- (7) perceive less power and authority in the development and implementation of policy than whites
- (8) perceive less influence in staff hiring and termination of staff than whites
- (9) perceive less influence in budget making than whites
- (10) perceive less influence in preparing job descriptions than whites

Stevenson, John R. The Contribution Of Selected Administrative Factors To The Success Of The Innovative Education Programs In Bilingual Navajo Indian School. Northern Arizona University, 1979. 136pp. DAI- 1201A (Order # 7919013).

Twenty administrative factors were selected as being most important by consensus with practicing Bureau of Indian Affairs administrators. Data were gathered by direct interview using a questionnaire as an interview guide. Twelve BIA schools were used and data were gathered in 81 innovative projects.

Findings:

The literature review identified three factors: (1) comprehensive planning, (2) administrative support, and (3) parental-community input.

The analysis confirmed that comprehensive need assessment rated highest in correlation with success. This was closely followed by principal and staff input during planning. Determining expected academic goals for children was found to be very important. Also, necessary to carefully describe the needed qualifications for participating staff.

Managerial functions-proper space facilities and pre/post testing correlated strongly with success. (Also quality of staff). The net result of the investigation confirms that the school principal was important as a change agent, an education leader and a day-to-day administrator in the success of innovative educational programs.

Tom, Raymond The Effectiveness Of Principals As It Is Related To Interpersonal Behavior And Bilingual/Crosscultural Education. The University of the Pacific, 1979. 162pp. DAI- 1203A (Order # 7919896).

The purpose of this study was to examine the following questions: Are the ratings of principal effectiveness related to (1) the interpersonal behavior orientations of principals, (2) principalship experience and (3) the principals reactions to bilingual/crosscultural (B/CC) education? Are the reactions of the principals to B/CC education related to (1) interpersonal behavior orientation of principals, (2) years experienced?

Instruments used were:

Fundamental Interpersonal Relations Orientation-Behavior (FIRO-B) and Bilingual/Crosscultural-Principal Questionnaire. Sample was 30 elementary principals in one unified district.

Results:

80% of the principals reacted positively to B/CC education. There were no significant differences or relationships among the variables: rated effectiveness of principals, reaction to B/CC, principalship experience, FIRO-B scores, and years of B/CC experience.

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Appendix A

Program I

Collect Principal/Administrator Role
Cross Mexican American/Bilingual Education
Print

Program II

Collect Principals/Job Skills
Cross Mexican American/Bilingual Education
Print

Program III

Collect Cross Cultural Training/Administrator Qualification/Principal
Cross Mexican American
Print

Program IV

Collect Job Analysis/Ability/Qualification
Cross Mexican American/Principals
Print